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ABSTRACT

All-day kindergarten and class size reduction are two Ohio initiatives funded through Disadvantaged Pupil Impact Aid (DPIA), a supplemental payment to school districts with substantial portions of families living in poverty. This report describes the extent to which districts implemented these programs and the challenges they faced during the first school year, 1998-1999. Findings indicated that school districts received the largest amount of DPIA funding for class size reduction, but actually spent most of their funds on all-day kindergarten. The number of all-day kindergarten programs dramatically increased in the 1998-1999 school year. The majority of districts implemented the class size reduction initiative by reducing the number of students in a classroom rather than using other options such as hiring aides or team-teaching. Parental support and the availability of certified teachers were the most beneficial factors in implementing these initiatives. Lack of adequate classroom space was the greatest barrier to implementing both initiatives. The focus on reducing the number of students per classroom quickly exhausted both space and available teachers in some districts. Insufficient funding was the second most frequently identified barrier to implementation of both initiatives. Although districts met or exceeded the 25 percent spending requirement for the 1998-1999 school year, very few spent their entire DPIA allocation on DPIA programs. School districts were unsure of the stability of DPIA funding and were reluctant to invest in additional teachers and facilities. The report's five appendices include information on the legislative history of Disadvantaged Pupil Impact Aid, a selected bibliography, and an overview of class size reduction policies and initiatives in 18 states. (KB)

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The Legislative Office of Education Oversight (LOEO) serves as staff to the Legislative Committee on Education Oversight. Created by the Ohio General Assembly in 1989, the Office evaluates education-related activities funded by the state of Ohio. This LOEO report identifies the conditions that helped and hindered school districts' implementation of the all-day kindergarten and class size reduction initiatives during the first year of implementation and provides issues for consideration for future policy decisions. *Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the Committee or its members.*

This report is available at LOEO's web site: http://www.loeo.state.oh.us

Summary

All-day Kindergarten and Class Size Reduction: Implementation Report

Introduction

All-day Kindergarten and Class Size Reduction are two initiatives funded through Disadvantaged Pupil Impact Aid (DPIA), a supplemental payment to school districts with substantial portions of families living in poverty.

School districts receive DPIA funding to provide all-day kindergarten, reduce class size, and provide safety, security, and remediation programs.

Over the last ten years, the Ohio General Assembly has steadily increased the amount of funding dedicated to DPIA while simultaneously shifting the focus of the program for school districts with the highest concentrations of poverty. Since 1998-1999, the focus has been on three initiatives: all-day kindergarten, reduction of class size, and safety, security, and remediation programs.

The general purpose of these three initiatives is to increase the amount of instructional attention students receive in grades kindergarten through three and to provide a safe learning environment.

In Am. Sub. H.B. 650, the 122nd General Assembly required the Legislative Office of Education Oversight (LOEO) to study both the implementation and impact of the all-day kindergarten and class size reduction initiatives.

The spending requirements make DPIA primarily an all-day kindergarten program.

This report describes the extent to which districts were successful in implementing these programs and the challenges districts faced during the first school year, 1998-1999. Subsequent reports will examine the impact of these initiatives on educational practices and student achievement.

DPIA eligibility. The 106 school districts with the highest concentrations of poverty are eligible for the greatest amount of DPIA funding. They received approximately $326 million in fiscal year 1999. However, these districts are also subject to the most restrictive spending requirements.

Districts must spend their entire all-day kindergarten allocation on all-day kindergarten. If more resources are needed, districts may use their safety, security, and remediation and their class size reduction allocations to pay for all-day kindergarten.

Findings

School districts received the largest amount of DPIA funding for class size reduction, but actually spent most of their funds on all-day kindergarten.

DPIA allocations and spending. Of the $326 million in DPIA funding received by these 106 school districts, the largest allocation was for *class size reduction*. However, the majority of DPIA spending was on *all-day kindergarten*.

Because spending on all-day kindergarten exceeded the allocation, school districts used portions of their safety, security, and remediation, class size reduction, and DPIA guarantee allocations to supplement the cost of providing all-day kindergarten.

The General Assembly's spending restrictions and the amount districts actually spend on all-day kindergarten make it a priority over the other two initiatives. In fact, DPIA is more accurately characterized as primarily an *all-day kindergarten program* for districts with the highest concentrations of poverty.

The number of all-day kindergarten programs dramatically increased in the 1998-1999 school year.

Implementation of all-day kindergarten. There was a dramatic increase in the number of all-day kindergarten programs during the 1998-1999 school year. In comparison to the previous year, the number of districts offering the program to at least some of their kindergarten students jumped from 50 to 92 (47% to 87%).

In addition, 70 districts began providing all-day programs to 100% of their kindergarten students, compared to 19 districts in the previous year, a change from 18% to 66%.

LOEO also found that the majority of districts would not continue to provide all-day kindergarten if DPIA funding were no longer available.

Implementation of class size reduction. Unlike other states, Ohio's "class size reduction" initiative is not limited to simply reducing the number of students in a classroom taught by a single certified teacher. Instead, the options available to school districts include the use of teacher aides and

paraprofessionals, team-teaching, or extending the length of the school day or school year.

LOEO found, however, that the majority (78%) of school districts chose to implement this initiative by reducing the number of students in a classroom taught by a single certified teacher. In fact, many were unwilling to consider other options, such as hiring aides or having two teachers work with students in the same classroom.

Despite the availability of other options for increasing instructional attention, school districts chose to reduce the number of students per classroom.

Helpful implementation factors

LOEO identified parental support and the availability of certified teachers as the most helpful factors in implementing the all-day kindergarten and class size reduction initiatives.

Generally, enough teachers were available to districts so that lowering the class size in grades K-3 did not cause class sizes to increase in higher grades, as has happened in other states.

Parental support and the availability of certified teachers were the most beneficial factors in implementing these initiatives.

There is an exception to this teacher availability finding, however. Eleven districts experienced difficulty finding certified teachers. These districts were located in large urban and rural areas where there is an ongoing shortage of available teachers.

Implementation barriers

LOEO identified classroom space and funding issues as the greatest challenges in implementing the all-day kindergarten and class size reduction initiatives.

Lack of classroom space. School districts surveyed and visited by LOEO cited inadequate classroom space as a barrier to implementing both initiatives. In some cases, districts claimed they could not spend all of their class size reduction funding because they did not have the classroom space necessary to accommodate additional teachers.

Inadequate classroom space was the greatest barrier to implementing both initiatives.

For many districts, adequate classroom space is most problematic in providing all-day kindergarten because the number of classrooms needed often doubled. In addition, kindergarten classrooms need to be larger to accommodate the hands-on activities inherent to an early childhood curriculum.

While some school districts went to great lengths to create additional classroom space, an unwillingness by others influenced the extent to which the initiatives were implemented.

To address their facilities needs, a slight majority of districts chose to create additional classroom space by converting non-classroom space (e.g., libraries, office workspace, etc.). Other approaches included using modular units, moving grades to other buildings, and sharing classroom space with other classes or grades.

However, other districts made no attempt to reconfigure or maximize current space. This unwillingness influenced the extent to which both initiatives were implemented.

The focus on reducing the number of students per classroom quickly exhausted both space and available teachers in some districts.

The focus on reducing the number of students in a classroom taught by a single certified teacher, rather than using alternatives for increasing instructional attention, quickly exhausted available classroom space in some districts. Many districts are resistant to hiring aides and paraprofessionals, which is of particular concern in the urban and rural areas where there are existing shortages of certified teachers

Beyond facilities, insufficient funding was the greatest barrier to implementation.

Funding. The second most frequently identified barrier was "insufficient funding." The majority of districts reported that DPIA funding did not cover the "full costs" of providing all-day kindergarten and class size reduction.

As noted, for all-day kindergarten the majority of districts used portions of their other DPIA allocations to supplement the cost. Determining the amount of "district" funding used to supplement the cost of reducing class size is more difficult.

Am. Sub. H.B. 770 provided a timeline by which school districts were permitted to "phase-in" the amount of DPIA funding spent from their class size reduction and safety, security, and remediation allocations.

In the first year of implementation school districts were only required to spend 25% of these allocations on DPIA programs. Any remaining funding could go into their general revenue fund. The law noted that this spending requirement would increase to 50% in fiscal year 2000, 75% in fiscal year 2001, and 100% in fiscal year 2002.

School districts must spend their entire all-day kindergarten allocation on all-day kindergarten, but have until 2002 to spend 100% of the other allocations on DPIA programs.

Although districts met or exceeded the 25% spending requirement for the 1998-1999 school year, very few spent their entire DPIA allocation on DPIA programs. Significant portions of districts' DPIA funding went into their general revenue funds.

Until school districts are required to spend all of their DPIA funds on DPIA programs, in fiscal year 2002, it is difficult to determine how much local funds are used to supplement these programs.

School districts are unsure of the stability of DPIA funding and are therefore reluctant to invest in additional teachers and facilities.

Another dilemma regarding DPIA funding for school districts is its predictability. To make the necessary commitments for the all-day kindergarten and class size reduction initiatives, such as hiring additional teachers and acquiring additional classrooms, it is essential to know that the state's supplemental payments will continue. Without knowing that a particular amount of funding will continue to be dedicated to these initiatives, school districts are reluctant to begin implementation.

Policy Issue for General Assembly Consideration

School districts need to rely on the state's future funding of all-day kindergarten and class size reduction in order to make the necessary investment in hiring teachers and acquiring classrooms. While LOEO recognizes that funding cannot be guaranteed from one biennium to the next, the primary focus of DPIA funding must remain on these initiatives if they are to continue. Sustained funding will also allow LOEO to assess the impact of these initiatives on student learning.

All-day Kindergarten and Class Size Reduction: Implementation Report

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COMMENTS

Chapter I
Introduction

This Legislative Office of Education Oversight report describes the implementation of the all-day kindergarten and class size reduction initiatives funded through Disadvantaged Pupil Impact Aid. The report also explores the conditions that helped and hindered these initiatives during the first year of implementation.

Background

Disadvantaged Pupil Impact Aid (DPIA) is a state subsidy, or supplemental payment, to school districts with high concentrations of poverty. The amount of the subsidy is based on the number of students in a school district whose families participate in Ohio Works First (OWF), Ohio's cash assistance welfare program. Created in 1970 by the 108th General Assembly, it began as the Municipal Overburden program and was renamed DPIA in 1975.

Over the last 10 years, the General Assembly has steadily shifted the focus of DPIA to reducing class size and providing all-day kindergarten by requiring that school districts with the most poverty spend a progressively larger percentage of their DPIA funds on these efforts. Appendix A provides a detailed history of DPIA.

Current DPIA programs

Although school districts with the most poverty were previously required to spend portions of their DPIA funding on reducing class size and providing all-day kindergarten, Am. Sub. H.B. 650 and Am. Sub. H.B. 770 of the 122nd General Assembly further increased the emphasis on these initiatives by significantly revising the eligibility, disbursement, and spending requirements.

Beginning in fiscal year 1999, school districts received DPIA funding primarily to provide all-day kindergarten, to reduce class size, and to provide safety, security, and remediation programs. The general purpose of these three initiatives is to increase the amount of instructional attention students receive in grades kindergarten through three and to provide a safe learning environment.

Although the newly restructured DPIA program provides funding to school districts for all-day kindergarten, class size reduction, and safety, security, and remediation, the amount of funding districts actually spend on all-day kindergarten makes it a priority over the other two initiatives. In fact, DPIA is more accurately characterized as primarily an *all-day kindergarten program* for districts with the highest concentrations of poverty.

To avoid many of the obstacles experienced by other states, such as teacher shortages, the General Assembly intentionally designed its class size reduction program to go beyond simply reducing the number of students in a classroom taught by a single certified teacher. Instead, the options available to school districts were expanded to include the use of teacher's aides, paraprofessionals, and team-teaching strategies, as well as increasing the amount of instruction and

curriculum-related activities by extending the length of the school day or school year.

Because these approaches go beyond simply decreasing the number of students in a classroom taught by a certified teacher, Ohio's strategy is more accurately characterized as an "increased instructional attention" initiative rather than a "class size reduction" program.

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Rationale for All-day Kindergarten and Class Size Reduction Efforts

Research findings

All-day kindergarten. National research has found a positive relationship between participation in all-day kindergarten and later school performance. For example, studies have found that children in all-day programs, particularly those identified as at-risk, tend to test higher and maintain better scores through the second grade, at which time any effects begin to diminish.

Furthermore, children coming from all-day, everyday programs have less need for remedial services and lower retention rates. They also exhibit more positive behaviors, and are rated higher on originality, participation, and productive peer interaction.

Studies in both Ohio and Indiana have found, however, that if teachers engage in only whole group instruction, students are less likely to benefit. Studies have found that *effective* all-day kindergarten programs must do the following:

- offer a balance of small group, large group, and individual activities;
- emphasize language development and appropriate pre-literacy experiences;
- develop children's social skills; and
- involve children in hands-on activities and informal interactions with other children and adults.

A complete list of the literature reviewed for this report can be found in Appendix B.

Class size reduction. Research has found that a reduced class size, somewhere between 15 and 20 students, helps to increase the academic achievement of students in reading and mathematics. Furthermore, research suggests that over time academic achievement increases with the number of years a child spends in smaller classes.

Studies in both the U.S. and Canada have found that teachers typically do not alter their primary teaching strategies when instructing in smaller class sizes – they tend to engage in more of the basic teaching strategies they have been using all along. However, because smaller class sizes force students to participate, they experience more instructional contact and student learning improves. The increase in student engagement is strongly correlated with performance and is essential to success.

However, some research has found that the benefits of a small classroom environment are not necessarily found in classes with a teacher's aide, despite a lower ratio of students to adults.

Efforts in other states

Ohio looked toward the experiences and lessons learned in other states when revising DPIA, especially in regard to its class size reduction initiative. Currently, 19 states have class size reduction programs primarily focusing on grades K-3, although two states also include higher grade levels. These states typically require lower student-to-teacher ratios (as low as 14:1) in grades K-3 and higher ratios (as high as 21:1) in upper grade levels. In addition, eight states target their class size reduction efforts toward low-wealth districts. Appendix C provides an overview of class size reduction policies in other states.

Nationally, there is a wide range of state policies concerning kindergarten programs. Forty-two states currently require local education agencies to offer either half-day or all-day kindergarten classes. Fourteen of those states have a policy requiring local education agencies to offer all-day kindergarten.

Federal class size reduction initiative

In 1999, the U.S. Department of Education created the Class Size Reduction Program. The overall purpose of the program is to reduce class size in grades 1-3, for a national class size average of 18 students in these grades.

Originally, the program was designed to provide a total of $12.4 billion in funding over a seven-year period to assist states in recruiting, hiring, and training approximately 100,000 *additional* teachers. However, Congress only funded the first two years of the program, appropriating approximately $1.2 billion to states in fiscal year 1999 and $1.3 billion in fiscal year 2000.

Federal class size reduction allocations are sent directly to the state departments of education who are required to disburse 100% of the funds to school districts. Ohio school districts received a total of $46 million in fiscal year 1999 and $46 million in fiscal year 2000.

However, due to the uncertainty surrounding future funding of the federal program, initially, the Ohio Department of Education (ODE) cautioned school districts to be careful in how they spent the money. Without knowing if the federal funding would be continued for the next six years, districts were uneasy about hiring teachers to reduce class size. Therefore, many school districts chose to wait until the fiscal year 2000 allocations were finalized before deciding how to spend their federal dollars. School districts that spent their federal funding in fiscal year 1999 used it to hire additional teachers.

LOEO's legislative charge

Am. Sub. H.B. 650 of the 122nd General Assembly mandated four DPIA-related tasks for the Legislative Office of Education Oversight (LOEO):

A new poverty indicator. LOEO recommended a new indicator to be used to distribute DPIA funding to school districts with high concentrations of poverty to address the problems related to the decrease in the number of Ohio Works First families. A copy of LOEO's report *A New Poverty Indicator to Distribute Disadvantaged Pupil Impact Aid (DPIA)* is currently available.

DPIA monitoring. The Ohio Department of Education, in conjunction with LOEO, monitor the Education Management Information System data submitted by districts to determine whether the ratio of instructional personnel to students and the number of students in all-day kindergarten appear reasonable given the amount of DPIA funds the district received that year. A copy of the *DPIA Annual Report to the General Assembly* can be obtained from the Ohio Department of Education.

Implementation report. LOEO evaluate the extent to which school districts have been successful and the challenges they face in implementing the all-day kindergarten and class size reduction initiatives. This document is the required implementation report. It explores the conditions that facilitated the first year implementation of these initiatives as well as how eligible school districts spent their DPIA funding in school year 1998-1999.

Impact report. LOEO develop a mechanism to measure the impact of all-day kindergarten and increased instructional attention on student achievement, particularly performance on the Fourth-Grade Proficiency Test.

However, in order for students to benefit from smaller class sizes or increased instructional attention there must first be a change in educational practice – both instruction and curriculum. Therefore, LOEO's impact study will be separated into two phases:

- Phase I: the impact of the all-day kindergarten and increased instructional attention initiatives on ***educational practices,*** scheduled for Fall 2002; and

- Phase II: the impact of the all-day kindergarten and increased instructional attention initiatives on ***student achievement,*** scheduled for Fall 2004.

Study scope

This implementation report primarily focuses on the 106 school districts with the greatest concentrations of poverty that received DPIA funding in fiscal year 1999 for both the all-day kindergarten and class size reduction initiatives. An additional 80 school districts received a class size reduction allocation and some of their successes and challenges are also included in this report.

Methods

To complete this report, LOEO used the following research methods:

1. Reviewed over 75 documents, including journal articles, web sites, reports of major studies, and newspaper articles regarding all-day kindergarten and class size reduction initiatives. A selected bibliography can be found in Appendix B.

2. Interviewed state-level representatives from the Ohio School Facilities Commission, the Ohio Department of Education, and the Auditor of State, in addition to legislators and legislative staff.

3. Visited a total of five school districts located in urban, suburban, and rural areas of Ohio that received DPIA funding in fiscal year 1999 and observed over 175 classrooms in grades K-3. Classroom visits included counting the actual number of students in each classroom. In many cases, this was compared with classroom rosters. Other classroom visits included more in-depth conversations with teachers and administrators.

4. Conducted twelve telephone interviews with district superintendents to inform the design of the mail survey. These districts were not included in the mail survey.

5. Surveyed by mail a total of 174 school districts that received DPIA funding in fiscal year 1999 for the all-day kindergarten and class size reduction initiatives. The response rate was 80%.

6. Analyzed data collected through LOEO's involvement in the DPIA monitoring process to examine how eligible school districts spent their all-day kindergarten, class size reduction, and safety, security, and remediation allocations during the 1998-1999 school year.

Chapter II
DPIA Funding and Program Eligibility

This chapter presents an historical overview of the state's investment in Disadvantaged Pupil Impact Aid (DPIA). It explains school districts' eligibility for DPIA programs and the rules for spending DPIA funds.

State Investment in DPIA

Over the past 25 years, the General Assembly has made a significant investment in Disadvantaged Pupil Impact Aid. Since 1989, when the program began focusing on reduced class size and all-day kindergarten, the General Assembly has allocated approximately $3.4 billion in DPIA funding to school districts. In addition, the General Assembly has increased the amount of funding dedicated to DPIA in each biennium. Exhibit 1 demonstrates the state's investment in DPIA since 1989.

Exhibit 1
State Investment in DPIA

Bill Number	General Assembly	Biennium	DPIA Allocation (GRF 200-520)	Percent Increase from Previous Biennium
H.B. 111	118th	1989-1991	$449,197,000	-----
H.B. 298	119th	1991-1993	$458,570,000	2%
H.B. 152	120th	1993-1995	$493,850,000	8%
H.B. 117	121st	1995-1997	$590,172,000	20%
H.B. 215 & H.B. 650*	122nd	1997-1999	$663,825,000	12%
H.B. 282	123rd	1999-2001	$781,418,000	18%
Total			***$3,437,032,000***	

* The 1997-1999 biennial education budget was funded through two separate bills H.B. 215 and H.B. 650. H.B. 770 provided no additional DPIA funding, but additional changes were made to the DPIA spending requirements.

Eligibility for DPIA programs

In response to the declining number of Ohio Works First (OWF) recipients and to minimize large fluctuations in DPIA funding to school districts, the General Assembly adopted a five-year average enrollment in OWF and adopted a DPIA "index." Under the newly revised DPIA funding criteria of Am. Sub. H.B. 650, school districts with the highest concentration of poverty have the highest DPIA index and are eligible for the greatest proportion of DPIA funding.

The DPIA index is calculated by dividing a district's percent of poverty by the state percent of poverty. A school district with the same level of poverty as the state as a whole has an index of 1.0. A school district with greater poverty than the state average has an index above 1.0; and a district with less poverty has an index less than 1.0. For fiscal year 1999, school district indices ranged from 0 to 4.14.

The DPIA index determines the amount of funding and the number of programs for which a school district is eligible. Depending on its index, a school district is eligible to receive DPIA allocations to provide a combination of all-day kindergarten, class size reduction, or safety, security, and remediation programs.

Exhibit 2 provides a breakdown of the DPIA indices, the corresponding programs, and the number of school districts eligible for each program in fiscal year 1999. The primary focus of the rest of this LOEO report is on the 106 school districts with DPIA indices at or above 1.0 who are implementing both the all-day kindergarten and class size reduction initiatives.

Exhibit 2
DPIA Program Eligibility

DPIA Index	DPIA Program Eligibility	Number of Eligible School Districts FY 1999
Greater than or equal to 1.0 (or ADM of 17,500)	All-day kindergarten Class size reduction ("increased instructional attention") Safety, security, and remediation	106
Greater than or equal to 0.6 but less than 1.0	Class size reduction Safety, security, and remediation	80
Greater than or equal to 0.35 but less than 0.6	Safety, security, and remediation	151

Once a school district's eligibility is determined from its index, a series of formulas are used to calculate the exact amount of DPIA funding it will receive for each program.

The DPIA *all-day kindergarten formula* provides funding for the "second half" of the base cost per-pupil amount. Through the regular school funding formula, all school districts currently receive half of the per-pupil base cost amount for kindergartners, assuming that these students are coming to school only half the day or half the week. This DPIA program pays the other half of the base cost amount to provide all-day kindergarten.

DPIA pays for one-half of the cost of all-day kindergarten, however it does not include the cost-of-doing business factor. Eligible school districts only receive all-day kindergarten funding for the percent of students that they report will actually receive all-day kindergarten in that school year.

The *class size reduction formula* calculates the number of teachers needed to reduce class size to a particular ratio. Districts with a DPIA index between 0.6 and 2.5 receive dollars on a sliding scale to reduce class size to a level ranging from 23 to 15 students per teacher. Those with an index of equal to or greater than 2.5 receive dollars to reduce class size to 15 pupils for every teacher. Teachers' salaries are based on a statewide average from a subset of school districts with high concentrations of poverty. In fiscal year 1998, this "average teacher salary" was $39,092 (including fringe benefits).

The *safety, security, and remediation formula* is a per-pupil amount that is based on the number of students from families enrolled in Ohio Works First. A complete description of the formulas used to calculate the DPIA index and each of these allocations can be found in Appendix D.

DPIA programs and overall spending requirements

All-day kindergarten. The Ohio Revised Code defines all-day kindergarten as "a kindergarten class that is in session five days per week for not less than the same number of clock hours each day as for pupils in grades one through six." For the purpose of this report, *all-day kindergarten* has the same meaning as all-day, *everyday* kindergarten.

Class size reduction/Increased instructional attention. Although a school district is allocated funds based on how much it would cost that district to reduce class size to a certain level, there are different requirements for spending these dollars, depending on the district's DPIA index.

School districts with levels of poverty at or above the state average (the 106 districts with a DPIA index greater than or equal to 1.0) must use their class size reduction allocation to "increase instructional attention" for students in grades K-3. As mentioned, this can be accomplished through a variety of approaches, not just lowering the number of children in a classroom with a single teacher.

The options include reducing the ratio of students to instructional personnel (adding teachers, aides or paraprofessionals), or increasing the amount of instruction and curriculum-related activities by extending the length of the school day or school year. (The focus on "increasing instructional attention" is also known as the *Third Grade Guarantee*.)

The different spending rules for these 106 districts can create confusion in terminology. Because the DPIA dollars allocated to this effort are calculated based on what it would cost to reduce the class size, when LOEO refers to the *allocation*, we use the term "class size reduction." When LOEO refers to how these districts *spend* this allocation, we use the term "increased instructional attention."

School districts with a DPIA index below 1.0 have a different set of rules for spending their class size reduction allocation. They are permitted to spend it on any of 13 categories, one of which is class size reduction. Appendix E lists the 13 allowable categories.

Safety, security, and remediation. Similar to class size reduction, there are different spending requirements for the safety, security, and remediation allocation depending on a district's index.

School districts with a DPIA index greater than or equal to 1.0 must use their safety, security, and remediation allocation for safety and security programs that are designed to ensure schools are free of drugs and violence and have a disciplined environment conducive to learning; or they may use it for remediation programs targeted for students who have failed or are in danger of failing any of the state's proficiency exams.

School districts with a DPIA index below 1.0 receive a safety, security, and remediation allocation, but they are not required to spend it on safety, security, and remediation programs. They are permitted to spend it on any of 13 categories outlined in Appendix E, which include safety, security, and remediation programs.

DPIA guarantee. The DPIA guarantee was created to ensure that school districts receive at least the same amount of DPIA funding as in fiscal year 1998. If their total DPIA allocation is less than what they received in fiscal year 1998, school districts receive a "DPIA guarantee" amount to bring them back up to their 1998 level.

Chapter III
The Use of DPIA Funds

This chapter describes how school districts spent their Disadvantaged Pupil Impact Aid (DPIA) funding in the first year of implementing the all-day kindergarten and increased instructional attention initiatives.

As stated, Am. Sub. H.B. 650 and Am. Sub. H.B. 770 of the 122nd General Assembly revised the eligibility, disbursement, and spending requirements for DPIA. Under the new guidelines, school districts with concentrations of poverty higher than the state average (a DPIA index greater than or equal to 1.0) are *first* required to spend their DPIA funding on all-day kindergarten, with any remaining funds applied towards safety, security, and remediation and increased instructional attention efforts.

In effect, the spending requirements for DPIA funding prioritizes all-day kindergarten over the safety, security, and remediation and the increased instructional attention programs.

Further DPIA spending requirements

While school districts with an index greater than or equal to 1.0 are eligible for the most DPIA funding, they are also subject to the most restrictive spending requirements. In addition to the general rules described in the previous chapter, these districts must spend their DPIA funding in the following manner:

1. DPIA funds ***must*** first be used to provide all-day kindergarten. A district must spend *all* of its all-day kindergarten allocation on all-day kindergarten, unless a district chooses to pay for all-day kindergarten with district funds. If resources beyond all-day kindergarten allocation are needed, districts may use their safety, security, and remediation and class size reduction allocations for all-day kindergarten.

2. Any part of safety, security, and remediation funds not needed for all-day kindergarten ***may*** be used for the following measures:
   - Ensure schools are free of drugs and violence and have a disciplined environment; and/or
   - Remediation for students who have failed or are in danger of failing the proficiency tests.

3. After paying for all-day kindergarten *or* safety, security, and remediation, any remaining DPIA funding (all-day kindergarten funding, safety, security and remediation funding not spent on either program, plus the entire class size reduction allocation not spent on all-day kindergarten) ***must*** be spent on increased instructional attention.

It is important to note that school districts with a DPIA index greater than 1.0 are not required to spend their safety, security, and remediation allocation on safety, security, and remediation ***before*** they spend it on increased instructional attention. However, if districts do not spend their safety, security, and remediation funding on safety, security, and remediation programs, they ***must*** spend it on either all-day kindergarten or increased instructional attention.

In addition to the priority of spending on all-day kindergarten over the other two DPIA programs, H.B. 770 provided a timeline by which school districts were permitted to "phase-in" the amount of DPIA funding spent from their class size reduction and safety, security, and remediation allocations. The "phase-in" was intended to ease districts into the new spending requirements.

In the first year of implementation in fiscal year 1999, these school districts were only required to spend 25% of their class size reduction and safety, security, and remediation allocations on DPIA programs. Any remaining funding could go into their General Revenue Fund (GRF). The law noted that this spending requirement would increase to 50% in fiscal year 2000, 75% in fiscal year 2001, and 100% in fiscal year 2002.

DPIA allocations and spending

In carrying out its monitoring responsibilities, the Ohio Department of Education found and LOEO confirmed that in the first year of implementation, districts spent their DPIA funding in accordance with the requirements established in Am. Sub. H.B. 650 and Am. Sub. H.B. 770.

In fiscal year 1999, a total of 106 school districts with an index greater than or equal to 1.0 received approximately $326 million in DPIA funding. Of this amount, the largest allocation was for class size reduction–approximately $127 million (39%).

Although the largest allocation was for class size reduction, these districts actually spent the majority of their DPIA funding on all-day kindergarten, which reflects the emphasis of the law on all-day kindergarten. Exhibit 3 contrasts the dollars *allocated* for each program with the amount these 106 districts *spent* on each program in fiscal 1999.

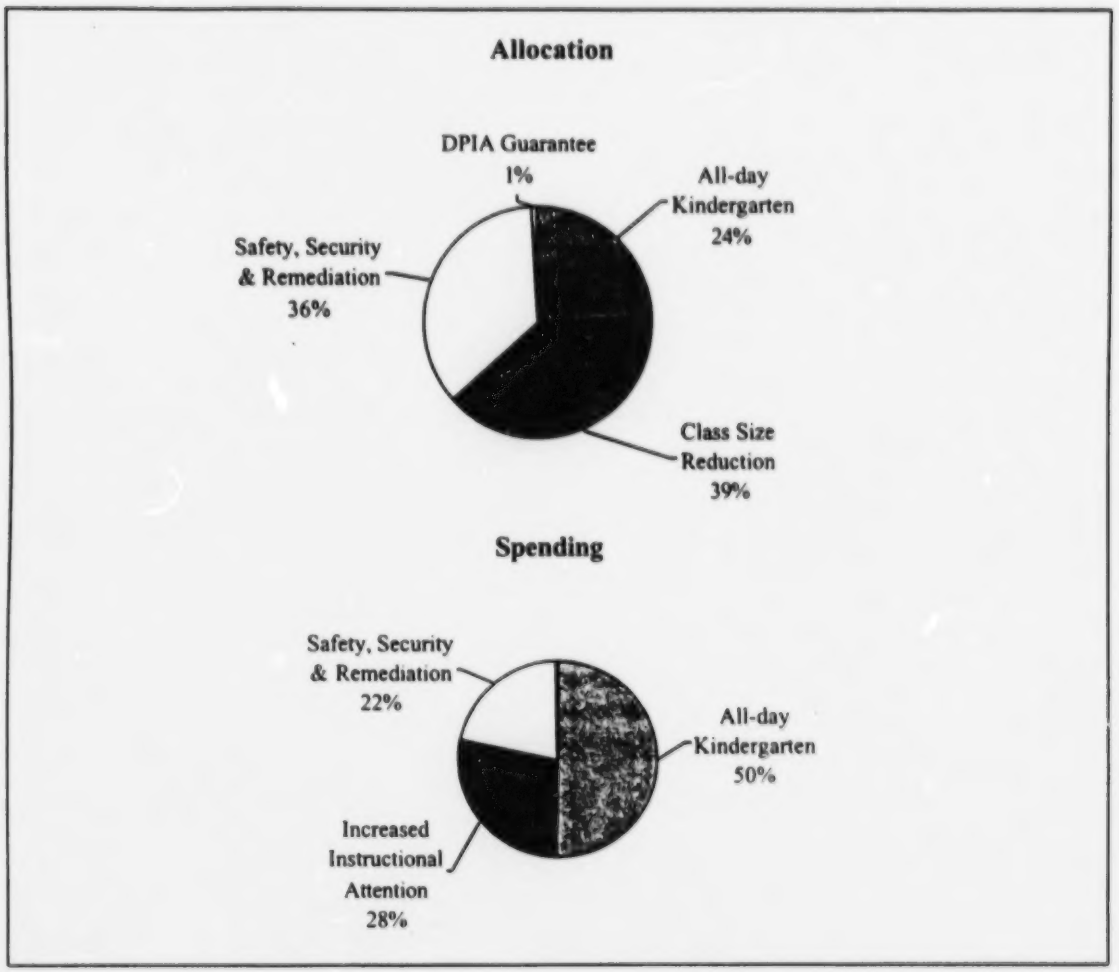
Exhibit 3
DPIA Allocations and Spending
106 School Districts with DPIA Index Greater than or Equal to 1.0
Fiscal Year 1999

DPIA Program	DPIA Allocation		DPIA Spending	
	Dollars (in millions)	Percent	Dollars (in millions)	Percent
All-day kindergarten	$79.1	24%	$94.1	50%
Class size reduction/increased instructional attention	$127.6	39%	$52.9	28%
Safety, security, and remediation	$117.1	36%	$40.5	22%
DPIA Guarantee	$2.5	0.8 %	----	
Total	**$326.0***		**$187.5***	

*Because of the "phase-in," districts are not required to spend their entire DPIA allocation.

In fiscal year 1999, approximately half ($94 million) of these districts' DPIA spending was on all-day kindergarten. However, these districts only received a total of $79 million (24%) for their all-day kindergarten allocation. Districts used portions of their safety, security, and remediation, class size reduction, and DPIA guarantee allocations to supplement the cost of providing all-day kindergarten. The priority of spending on all-day kindergarten impacts the amount of funding available for spending on the other two programs. Exhibit 4 illustrates this relationship between DPIA allocations and spending for these 106 school districts in fiscal year 1999.

Exhibit 4
DPIA Allocations and Spending
106 School Districts with DPIA Index Greater than or Equal to 1.0
Fiscal Year 1999



A total of 80 school districts with less than the state average of poverty (a DPIA index greater than 0.6 and less than 1.0) received $13 million in DPIA funding in fiscal year 1999. Of these 80 districts, 39 spent some portion of their DPIA funding on class size reduction and 11 districts spent a portion on all-day kindergarten. A complete breakdown of DPIA spending for districts with an index below 1.0 can be found in Appendix F.

Chapter IV
Program Implementation Issues

This chapter identifies school districts' successes and challenges in implementing the all-day kindergarten and class size reduction initiatives funded by Disadvantaged Pupil Impact Aid (DPIA).

The first year of implementing the DPIA all-day kindergarten and increased instructional attention provisions of Am. Sub. H.B. 650 and H.B. 770 was marked by confusion regarding how the spending requirements had changed from the previous year. Despite the complicated provisions of the law, school districts complied with the General Assembly's priorities during the 1998-1999 school year.

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All-day Kindergarten

The General Assembly's requirement to make all-day kindergarten a DPIA spending priority, coupled with the amount of funding school districts actually spent on this program, resulted in a dramatic increase in all-day kindergarten between fiscal year 1998 and fiscal year 1999.

In fiscal year 1999, 87% of the 106 school districts eligible to receive all-day kindergarten funding provided this program, according to data submitted to the Education Management Information System (EMIS). In contrast, during the previous fiscal year and prior to Am. Sub. H.B. 650 and Am. Sub. H.B. 770, only about half of these same districts provided all-day kindergarten.

LOEO found that prior to the new DPIA provisions, the majority of these districts provided either half-day kindergarten or all-day, every *other* day kindergarten.

In addition to the overall increase in the *number* of districts providing all-day kindergarten, there was also an increase in the districts serving *100% of their kindergarten population* in an all-day program. In fiscal year 1999, approximately 66% of the 106 eligible school districts provided all-day programs to 100% of their kindergarten population. In contrast, only 19% of the same districts provided all-day programs to 100% in fiscal year 1998.

Exhibit 5 summarizes the increase in all-day kindergarten as a result of the new DPIA spending requirements on the 106 school districts with the highest concentrations of poverty.

Exhibit 5
Provision of All-day Kindergarten
106 School Districts with DPIA Index Greater than or Equal to 1.0
Fiscal Years 1998 and 1999

	Fiscal Year 1998		Fiscal Year 1999	
	Number	Percent	Number	Percent
Districts providing all-day kindergarten	50	47%	92	87%
Districts providing all-day kindergarten to 100% of their students	19	18%	70	66%

Reasons for not providing all-day kindergarten

While districts are eligible to receive DPIA funding for the number of students to whom they actually provide all-day kindergarten, some districts chose not to serve 100% of their kindergarten population. LOEO found that in districts where fewer than 100% were served, the most cited reason was lack of parental interest. Although the majority of parents are in favor of all-day kindergarten, some prefer half-day kindergarten or all-day, every *other* day kindergarten programs for their children.

For example, the superintendent of a school district visited by LOEO explained that roughly 70% of their students attended all-day kindergarten. The district surveyed parents to determine the type of program they wanted and found that not all parents wanted their children enrolled in all-day kindergarten. As a result, the district provides a combination of all-day and half-day kindergarten programs.

The increase from fiscal year 1998 to fiscal year 1999 in the number of all-day kindergarten programs in the state and the percent of students who attend them demonstrate the importance of DPIA funding in increasing the number of all-day kindergarten programs. In fact, the majority of districts LOEO surveyed indicated that they would not continue to provide all-day kindergarten if DPIA funding were no longer available.

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Increased Instructional Attention/Class Size Reduction

As described, school districts with a DPIA index greater than or equal to 1.0 who do not spend their class size reduction allocation for all-day kindergarten must use it to "increase instructional attention" in grades K-3. This can be accomplished through various approaches, including reducing the ratio of students to instructional personnel by hiring teachers or aides, or by increasing the amount of instruction and curriculum-related activities by extending the length of the school day or the school year.

Although there are several options, the majority of districts surveyed by LOEO (78%) chose to increase instructional attention by reducing the number of students in a classroom taught by a single certified teacher. The pervasiveness of this approach is further supported by the EMIS data reported by districts to the Ohio Department of Education as well as LOEO's visits to more than 175 classrooms. Districts preferred this option over other strategies such as hiring aides and paraprofessionals or implementing a team-teaching approach.

LOEO also found during site visits that districts interpret the various approaches to increasing instructional attention very differently. For example, a "team-teaching" approach in one district could mean two teachers "trading" classes to provide instruction for a specific subject area, but in another district it refers to two full-time teachers teaching a single class of students. Because the law provides no specific definition for "team-teaching," both of these approaches are acceptable under the guidelines of "increasing instructional attention."

Exhibit 6 provides examples of K-3 class sizes in classrooms observed by LOEO in five school districts. It also describes some of the districts' decisions regarding how to increase instructional attention. All districts have a concentration of poverty higher than the state average and were purposely chosen to reflect urban, suburban, and rural areas of Ohio. The *average* number of students observed in these K-3 classrooms varied among districts from a low of 18 to a high of 24.

Exhibit 6
Average Class Size and Instructional Approaches in Selected School Districts

School District	Number of classrooms LOEO observed		Average number of children per classroom	District decisions regarding staffing/instructional attention
Large Urban	Kindergarten	13	26	All kindergarten classrooms had one full-time teacher; part-time and full-time aides assigned to two to four kindergarten classrooms. Grades 1-3 had a full-time teacher per classroom. One school had three Title I reading and math teachers for grades 1-3; one school had two.
	1st grade	16	24	
	2nd grade	15	23	
	3rd grade	13	24	
	Total	57	24	
Rural	Kindergarten	5	17	All kindergarten classes were taught by a full-time teacher; a full-time aide (certified teacher) was shared among five classrooms. Grades 1-3 were taught by full-time teachers.
	1st grade	5	18	
	2nd grade	5	19	
	3rd grade	4	23	
	Total	19	19	
Urban	Kindergarten	4	25	K-3 classrooms had one full-time teacher; one school also had one aide (non-certified teacher) for its two kindergarten classrooms. One kindergarten classroom at one school was team-taught by two full-time teachers plus one aide. No aides were used in grades 1-3.
	1st grade	10	19	
	2nd grade	8	19	
	3rd grade	8	21	
	Total	30	20	
Urban	Kindergarten	7	17	Fifty aides were hired district-wide to relieve kindergarten teachers of non-instructional duties. Only kindergarten classes had aides. Some aides did provide some classroom instruction. Classrooms in grades 1-3 were staffed by a single full-time teacher.
	1st grade	8	17	
	2nd grade	8	19	
	3rd grade	7	19	
	Total	30	18	
Large Urban	Kindergarten	20	15	One school had two full-time teachers in one kindergarten classroom, another had two teachers in every kindergarten classroom. One school had two teachers in one 1st grade classroom. Some schools had aides and Title I tutors shared by several classrooms.
	1st grade	7	17	
	2nd grade	8	19	
	3rd grade	7	25	
	Total	42	20	

Helpful Implementation Factors

LOEO surveyed the 106 school districts eligible for DPIA all-day kindergarten and class size reduction funding to learn what conditions helped in implementing the initiatives. For the majority of the 93 districts responding, the factors identified as helping the most were parental support and the availability of certified teachers.

Parental support

School districts identified parental support as one of the most important factors in implementing both initiatives, however, districts primarily stressed this factor in relation to all-day kindergarten.

This view was supported by teachers and administrators in the districts LOEO visited. They explained that when parents recognize the academic and social value of all-day kindergarten, then children attend school every day. As a result, students receive the full benefits from the all-day kindergarten experience.

Availability of certified teachers

LOEO found that the availability of certified teachers was also helpful in implementing the DPIA programs, especially the increased instructional attention initiative. Only 11 of the districts that provided increased instructional attention reported difficulty finding certified teachers. This finding is especially important given that the majority of school districts chose to focus on increasing instructional attention by reducing the number of students in a classroom taught by a single certified teacher.

In addition, the majority of districts surveyed by LOEO indicated that class size in grades other than K-3 did **not** increase and that teachers did **not** transfer from higher grades to meet K-3 class size requirements, which was a common experience in other states implementing class size reduction initiatives.

It is important to note that the 11 districts who did report difficulty finding certified teachers are located in large urban and rural areas with high concentrations of poverty. One Big Eight school district reported hiring all of the substitute teachers and tutors in their "pool" to satisfy the demand for more teachers. As a result, they are left with no one to call upon for routine teacher absences, let alone for teacher professional development opportunities.

However, this same district made it very clear to LOEO that they were opposed to the use of aides and paraprofessionals as a means of increasing instructional attention. They believe that aides and paraprofessionals cannot replace the expertise of certified teachers.

Supply and demand. While the majority of school districts are not currently experiencing difficulty finding certified teachers, LOEO explored the availability of certified teachers over the next several years. A recent report by the Ohio Department of Education, *Ohio Teacher, Principal, and Superintendent 1999 Supply and Demand Information*, states that a slight increase in demand for elementary teachers is expected over the next five years as a result of an increase in the number of school-age children.

Although population projections suggest that after 2005 the growth in the number of elementary students will level off for about the next ten years, approximately

one-third of the current elementary and secondary teachers are expected to retire within the next eight years. Therefore, ODE projects a slight increase in demand for certified teachers.

The report further explains that there is a surplus of teachers in some geographic areas and shortages in others. Wealthy school districts that pay high salaries and offer better working conditions rarely experience teacher shortages. However, low-wealth districts that tend to pay teachers less, offer larger class sizes, fewer teaching materials, and less professional autonomy experience difficulty in recruiting and retaining certified teachers.

In other words, the challenge for recruiting quality teachers will remain in the urban areas and rural communities where working conditions are poor and teaching demands are high - the very districts that are the recipients of the DPIA initiatives.

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Implementation Barriers

Lack of classroom space

School districts surveyed and visited by LOEO cited a lack of adequate classroom space as a barrier to implementing both the all-day kindergarten and increased instructional attention initiatives.

In some cases, districts claimed they could not spend all of their class size reduction funding because they did not have the classroom space necessary to accommodate additional teachers. Therefore, they were saving their class size reduction funding for the following school year when they would be permitted to spend a portion of their funding on facilities. To address this issue, the 123rd General Assembly in Am. Sub. H.B. 282 allowed school districts to use portions of their all-day kindergarten and class size reduction allocations for facilities.

For many districts, adequate classroom space is most problematic in providing all-day kindergarten. For districts choosing to provide all-day kindergarten, the number of kindergarten classes often doubled. The districts LOEO visited explained that most school buildings typically have one or two classrooms specifically designed for kindergarten use. The room is usually larger than a regular classroom to accommodate the variety of hands-on activities inherent in the early childhood curriculum.

Therefore, when districts choose to provide all-day kindergarten, they often experience a shortage of kindergarten-designed classroom space. In most cases, districts chose to handle this shortage by placing kindergarten classes in "regular-sized" rooms that are smaller and less accommodating to the materials needed to provide kindergarten.

However, given the limited number of "extra" classrooms, this approach often precluded school districts from also reducing the actual number of kindergarten students in each classroom.

Creating space. LOEO surveyed school districts to learn what strategies, if any, they are using to address their facilities needs. For both the all-day kindergarten and increased instructional attention initiatives, a slight majority of districts (53%) chose to create additional classroom space by

converting non-classroom space (e.g., libraries, office workspace, etc.). Other approaches included using modular units, moving grades to other buildings, and sharing classroom space with other classes or grades.

Of the school districts reporting facility needs for both initiatives, LOEO found that slightly more than half are working with the Ohio School Facilities Commission to resolve their facilities problems. It is important to note, however, that the districts reporting facilities as a problem for all-day kindergarten are not necessarily all of the same districts identifying facilities as a problem for increased instructional attention. For example, some of those districts may have a greater need for larger classrooms designed specifically for kindergarten.

Relative definition of need for space. Although districts reported inadequate classroom space as the greatest barrier to providing all-day kindergarten and increased instructional attention, visits to districts by LOEO found a "relative" perception of what constitutes "adequate" classroom space. These perceptions, in turn, influenced the extent to which districts implemented the initiatives.

One district LOEO visited went to great lengths to create additional classroom space in an effort to increase instructional attention. For example, classrooms were divided, non-classroom space was converted for classroom use, partitions were constructed in a school's lobby to create classrooms, and one class was taught in a basement hallway. While some of the approaches are less than desirable, the district believes that reducing class size and increasing instructional attention is more important than where a class is convened.

In contrast, other districts claiming to have "space problems" demonstrated an unwillingness to explore strategies for creating additional space. For example, LOEO observed several empty classrooms and found little evidence of converted offices or other non-classroom space.

Use of personnel. Throughout the site visits, LOEO found that the focus on reducing the number of students in a classroom taught by a single certified teacher, versus alternative approaches for increasing instructional attention, quickly exhausted available classroom space in some districts. For example, some districts were resistant to hiring aides and paraprofessionals or implementing a team-teaching approach, which could be accommodated in the available space. As a result, a lack of space quickly became an issue for these districts.

LOEO found that despite reporting difficulty finding certified teachers, districts chose not to explore alternative approaches to using personnel. In general, "class size reduction" was not being considered in terms of "increasing instructional attention" by adding aides or team teaching or extending the school day or school year. Of the districts surveyed by LOEO, about one-third (35%) chose to hire aides or paraprofessionals, whereas 78% chose to increase instructional attention by hiring certified teachers. This "mindset" is of particular concern for school districts located in urban and rural areas where there are existing shortages of certified teachers.

Funding

Beyond facilities, the barrier most frequently identified by districts implementing the all-day kindergarten and increased instructional attention initiatives was "insufficient funding."

"Insufficient funding." The majority of districts surveyed by LOEO reported that DPIA funding did not cover the "full costs" of providing all-day kindergarten and increased instructional attention. Therefore, they had to use district funds to supplement the cost of providing these programs.

Although school districts received funding to provide all-day kindergarten to 100% of their eligible students, it actually cost the majority of districts *more* to provide all-day kindergarten than the amount they received.

As noted, through DPIA, the state provides the "second half" of the base cost per-pupil amount for kindergartners who stay all day. For fiscal year 1999, the state ensured that every district had a base cost amount of $3,851 per pupil, which is typically less than what school districts spend per pupil.

As a result, the DPIA amount provided for the second half of the school day did not cover the "full cost" of what a district would have to spend for the salaries of experienced teachers, supplies, and the other costs of full-day kindergarten. Therefore, the majority of districts used portions of their class size reduction, safety, security, and remediation, and DPIA guarantee allocations to supplement the cost of providing all-day kindergarten.

Determining the legitimacy of the claim of "insufficient funding" for the increased instructional attention initiative is slightly more complicated due to the "phase-in" provision included in Am. Sub. H.B. 770. This provision requires that the 106 districts spend *at least 25%* of their class size reduction and safety, security, and remediation allocations on DPIA programs in fiscal year 1999. While districts met or exceeded the 25% spending requirement, only eight districts spent their entire DPIA allocation on DPIA programs. Significant portions of districts' DPIA funding went into their general revenue funds.

Because so many districts did not spend their entire DPIA allocation on these initiatives, it is hard to say whether they have a legitimate claim that DPIA funding does not cover the "full cost" of providing increased instructional attention. In fact, there were only two districts with a DPIA index greater than 1.0 that spent their *entire* DPIA allocation on DPIA programs. These two districts may have the only legitimate claim that DPIA does not cover the full costs of these initiatives.

Until school districts are required to spend 100% of their DPIA funds on DPIA programs, in fiscal year 2002, it is difficult to determine how much local funds are used to supplement these programs.

However, it is also important to note that DPIA funding is a *supplemental* payment to districts. The General Assembly's all-day kindergarten, class size reduction, and safety, security, and remediation allocations are "estimates" of what it would cost districts to provide these programs. These allocations were not designed to fund all of the costs associated with implementing the programs.

Predictability of funding. Another dilemma regarding DPIA funding for school districts is its predictability. To make the

necessary commitments for the all-day kindergarten and increased instructional attention initiatives, such as hiring additional teachers and acquiring additional classrooms, it is essential to know that the state's supplemental payments will continue.

Similar to the concern over federal funding, without knowing that a particular amount will be dedicated to these initiatives, school districts are understandably reluctant to begin implementation.

Chapter V
Findings and Policy Issue

This chapter presents LOEO findings regarding the implementation of the DPIA all-day kindergarten and class size reduction initiatives. It also raises a policy issue for consideration.

Over the last ten years, the General Assembly has steadily increased the amount of funding dedicated to Disadvantaged Pupil Impact Aid (DPIA) while simultaneously shifting the focus of the program. Progressively, school districts with the greatest concentrations of poverty have been required to spend a larger percentage of their DPIA funds on providing all-day kindergarten and reducing class size in grades K-3. Under the spending requirements of Am. Sub. H.B. 650 and Am. Sub. H.B. 770 of the 122nd General Assembly, school districts are required to prioritize their DPIA spending on all-day kindergarten.

In fiscal year 1999, the first year of implementing these new provisions, school districts provided more all-day kindergarten programs than in previous years. Of the 106 districts with poverty at or above the state average, 87% offered all-day kindergarten to some or all of their students in fiscal year 1999, compared to 47% in fiscal year 1998.

For districts spending their DPIA class size reduction funding, most are choosing to focus on reducing the number of students in a classroom taught by a single certified teacher, despite other available options. The law allows them to "increase the amount of instructional attention" provided to students in a number of ways, including adding aides, team teaching, or extending the school day or school year.

There was no shortage of certified teachers in most school districts implementing both the all-day kindergarten and increased instructional attention initiatives. An exception was found in 11 districts located in large urban or rural areas with high concentrations of poverty.

Many districts, however, encountered shortages of classroom space. Am. Sub. H.B. 282 of the 123rd General Assembly has addressed this issue by allowing districts to spend portions of their DPIA allocations on facilities.

While the General Assembly has made significant increases in the amount of DPIA funding available to school districts, the supplemental allocations for all-day kindergarten, class size reduction, and safety, security, and remediation were not designed to pay for many of the "start-up," capital, and other costs associated with implementing these programs. Therefore, some of these expenses, such as facilities and salaries exceeding the state average, will be incurred by districts.

Policy Issue for General Assembly Consideration

School districts need to rely on the state's future funding of all-day kindergarten and class size reduction in order to make the necessary investment in hiring teachers and acquiring classrooms. While LOEO recognizes that funding cannot be guaranteed from one biennium to the next, the primary focus of DPIA funding must remain on these initiatives if they are to continue. Sustained funding will also allow LOEO to access the impact of these initiatives on student learning.

Appendices

Appendix A
Legislative History of Disadvantaged Pupil Impact Aid (DPIA)

The following timeline highlights significant changes made to spending requirements associated with Disadvantaged Pupil Impact Aid (DPIA) since 1989:

- 1989 (Am. Sub. H.B. 111): the 118th General Assembly made its first effort at reducing class size. Am. Sub. H.B. 111 stated that at least 20% of DPIA funds must go towards certain programs, one of which was reduced class size.

- 1991 (Am. Sub. H.B. 298): the 119th General Assembly increased the 20% spending requirement created in Am. Sub. H.B. 111 to 40%. Am. Sub. H.B. 298 stated that if a district received at least $300,000 in aid, then no less than one tenth of that amount must be spent on either all-day kindergarten with a student to instructional personnel ratio of 15:1 *or* for reduced class size in grades K-4 with a ratio of 15:1.

- 1993 (Am. Sub. H.B. 152): the 120th General Assembly further increased the 40% spending requirement created in Am. Sub. H.B. 298 to 60%.

- 1995 (Am. Sub. H.B. 117): the 121st General Assembly increased the 60% spending requirement created in Am. Sub. H.B. 152 to 70%.

- 1997 (Am. Sub. H.B. 650 & 770): the 122nd General Assembly made the most significant changes to the eligibility, disbursement, and spending requirements of DPIA. The program's focus was further increased on all-day kindergarten and reduced class size.

- 1999 (Am. Sub. H.B. 282): the 123rd General Assembly created language permitting school districts to spend a portion of their all-day kindergarten and class size reduction funding to modify or purchase classroom space. It also changed the proportions of the class size reduction and safety, security, and remediation allocations that districts must spend on DPIA programs.